

**THE CONSTRUCTION PROCESS OF THE MUNICIPAL SPORT AND
LEISURE PLAN OF THE MUNICIPALITY OF CAMPO GRANDE – MS:
FROM GOVERNMENT POLICY TO STATE POLICY**

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ABSTRACT: The objective was to present and discuss the construction process of the Municipal Sports and Leisure Plan (PLAMEL) for the municipality of Campo Grande-MS, as well as point out the elements that make up its structure and the challenges for its implementation by public management. The results showed that the preparation of PLAMEL was initially instituted at the Municipal Sports and Leisure Conference

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(COMEL), promoted by the Municipal Sports and Leisure Council (CMEL) and the managing body of sports and leisure policies in the municipality (Fundação Municipal de Esportes). At COMEL, the guidelines, guiding themes, objectives and strategies for preparing the PLAMEL were discussed. CMEL structured an initial proposal for the document, which was later made available for public consultation and analysis by technical consultants. Currently in force (2021-2028), PLAMEL presents challenges for its implementation by municipal public management.

KEYWORDS: Public policy. Activities of sport and leisure. Public management.

O PROCESSO DE CONSTRUÇÃO DO PLANO MUNICIPAL DE ESPORTE E LAZER DO MUNICÍPIO DE CAMPO GRANDE – MS: DA POLÍTICA DE GOVERNO À POLÍTICA DE ESTADO

RESUMO: O objetivo foi apresentar e discutir o processo de construção do Plano Municipal de Esporte e Lazer (PLAMEL) do município de Campo Grande-MS, bem como apontar os elementos que compõem sua estrutura e os desafios para a sua implementação pela gestão pública. Os resultados apontaram que a elaboração do PLAMEL foi inicialmente instituída na Conferência Municipal de Esporte e Lazer (COMEL), promovida pelo Conselho Municipal de Esporte e Lazer (CMEL) e o órgão gestor das políticas de esporte e lazer no município (Fundação Municipal de Esportes). Na COMEL foram deliberadas as diretrizes, os temas norteadores, os objetivos e as estratégias para elaboração do PLAMEL. O CMEL estruturou uma proposta inicial do documento, posteriormente disponibilizado para consulta pública e análise de consultores técnicos. Atualmente em vigência (2021-2028), o PLAMEL apresenta desafios para sua implementação pela gestão pública municipal.

PALAVRAS-CHAVE: Política pública. Atividades de esporte e lazer. Gestão pública.

Introduction

Sports and Leisure, over the last two decades, have been discussed and articulated in the field of public policies, forming part of the public management action plan of governments at different levels, mobilizing political agents and different segments of organized civil society to debate the demands of the Brazilian population.

The Federal Constitution of 1988 (CF-88) contemplated in its articles 6 and 217, respectively, leisure as a social right and sport as an individual right (BRASIL, 1988). For Silva, Borges and Amaral (2015) and Taffarel and Santos Junior (2019), during the governments of Luís Inácio Lula da Silva (2003-2010) and Dilma Rousseff (2011-2016), the construction of a sports policy began, based on communication with civil

society, through the holding of the National Sports Conferences (CNE), in 2004, 2006 and 2010.

CNEs pointed to the creation of a National Sports System (SNE). However, this agenda was abandoned as a result of the mega sporting events and impeachment of Dilma Rousseff (2016), when Michel Temer (2016-2018) came to the presidency, with a policy of fiscal adjustments, which was deepened in the government of Jair Messias Bolsonaro (2019-2022).

According to Silva (2018, p. 203), SNE proposal represented an important mechanism for the implementation of a State policy and presented the following purposes “[...] promote citizenship; guarantee the democratization and universalization of access to sport and leisure; implement the decentralization of management; encourage the practice of participatory sport and the practice of educational sport”.

In addition to the CNEs, the discussions promoted at the Seminar “National Sports System under Construction: national public systems and international sports models”, held in 2015 by the Federal Chamber in conjunction with the Ministry of Sports, also stand out in the process of constructing the SNE proposal. The seminar presented the Brazilian Health and Culture systems, among others, and sports systems from other countries (United States, Russia and Germany), in addition to concepts and conceptions of sports and financing models.

After almost 20 years of discussions and negotiations, in 2023, the new General Sports Law (LGE) was sanctioned, through Law No. 14,597, of June 14, 2023, which establishes the National Sports System (Sinesp) and sport as a social right.

As a result of national debates, the municipality of Campo Grande, in Mato Grosso do Sul (MS), in 2018, through the Municipal Sports Foundation (Funesp), the municipal sports and leisure management body, implemented the Campo Grande Sports

and Leisure System (SICEL), which established a structure, organization and operation of sports and leisure in the municipality, being a relevant instrument that governs the organization of public sports and leisure policies, “[...] it consists of a set of principles, objectives and guidelines that define the model of structure, organization and operation of sports and leisure, in the Municipality of Campo Grande” (CAMPO GRANDE, 2018a, p. 02; TERRA; CROSS, 2019).

Complementary Law No. 327, of July 23, 2018 (CAMPO GRANDE, 2018a), established that SICEL is composed of: Coordination (the sports and leisure management body that is linked to the municipal executive branch); Coordination and deliberation body: Municipal Sports and Leisure Council (CMEL) and Municipal Sports and Leisure Conference (COMEL); Management Instruments: Municipal Sports and Leisure Plan (PLAMEL); Municipal Sports and Leisure Registry (CAMEL); Financing Policy (TERRA; CRUZ, 2019).

By virtue of the enactment of Complementary Law No. 327, of July 23, 2018 (CAMPO GRANDE, 2018a), the CMEL was created in 2018, a collegiate body composed of 20 members, 10 of whom are linked to the executive branch and 10 to organized civil society, including full and alternate members, with government representatives linked to municipal departments (Education, Health, Culture and Tourism, Social Assistance and the Municipal Sports Foundation) and non-governmental representatives linked to the segments of federations, leagues and clubs; entities representing professionals working with sports and leisure; residents' associations; higher education institutions and entities that develop sports and leisure activities in the municipality.

The aforementioned law and its regulations established for CMEL the responsibility of organizing, together with the municipal management body for public

sports and leisure policies (Funesp), COMEL and in 2019, CMEL held the first COMEL, which aimed to propose and discuss the guidelines for the preparation of PLAMEL. Once these guidelines were approved, in 2020, CMEL, in partnership with Funesp, promoted the elaboration of PLAMEL (TERRA; CRUZ, 2019), which was later approved by Law 6,552/2021, of January 18, 2021 (CAMPO GRANDE, 2021).

SICEL establishes that conferences must be held every 4 years and PLAMEL must last 8 years, with COMEL as one of the system's articulation and deliberation bodies and the plan as an important management instrument, which has the effective participation of CMEL and civil society in general, with the conference having the role of proposing guidelines for the plan and evaluating it in the next edition, highlighting that the first conference creates the plan, the second evaluates it and the third creates a new plan. This legislation changed the public sports and leisure policy of Campo Grande from a Government Policy to a State Policy.⁶.

The Law of SICEL was enacted prior to LGE, which establishes the National Sports Plan as ten years. The proposal of a plan for a period of eight consecutive years, linked to the aforementioned periods of holding conferences and elections of the council itself, demonstrates a feasible and successful alignment on the part of public management, when considering the need for the systemic organization of public policies on sport and leisure.

It is worth noting that at the end of 2019 the world became aware of a new variation of Coronavirus, SARS-CoV-2, initially identified in the city of Wuhan, China, a virus that acts on the respiratory system and causes COVID-19, a disease that causes

⁶ Government policies are considered to be those that the Executive decides on in an elementary process of formulating and implementing certain measures and programs, aiming to respond to the demands of the internal political agenda, even if they involve complex choices. State policies are those that involve more than one State agency, generally passing through Parliament or through different discussion bodies, resulting in changes to other pre-existing norms or provisions, with an impact on broader sectors of society (OLIVEIRA, 2011, p. 329).

flu-like syndrome accompanied by respiratory complications. The disease proved to be highly transmissible and, as a result, within a few weeks cases of COVID-19 were identified on different continents, characterizing the situation as a pandemic, a fact that led the World Health Organization (WHO) to declare a public health emergency of international concern at the end of January 2020 (WHO, 2020).

In Brazil, the first case with a confirmed diagnosis of COVID-19 occurred on February 25, 2020, in the state of São Paulo (BRASIL, 2020). Within a few days, the spread of the disease reached other states and in Mato Grosso do Sul, in the Central-West Region of Brazil, two cases were confirmed on March 14, 2020, both in the city of Campo Grande, starting the proliferation of the disease among the local population (MATO GROSSO DO SUL, 2020).

With this scenario, both the Government of the State of Mato Grosso do Sul and the Municipal Government of Campo Grande implemented administrative measures to contain the spread of the new Coronavirus. These interventions were aimed at restricting urban mobility and preventing the agglomeration of people, in addition to the recommendation of social isolation, with in-person administrative activities being suspended and remote activities being established (CAMPO GRANDE, 2020a).

This situation made it impossible to hold face-to-face meetings in the process of constructing PLAMEL, which took place with the mediation of technology, in a non-face-to-face manner, through communication channels in a virtual environment (free video platforms), given the COVID-19 pandemic scenario experienced in 2020, the year in which the text of the aforementioned plan was prepared.

Given the scenario presented, this report sought to answer the following questions: how was PLAMEL constructed and structured together with the SICEL articulation and deliberation bodies? How has the management of public sports and

leisure policies been planned and developed in the municipality of Campo Grande-MS, based on the proposals and challenges established by PLAMEL?

In this regard, the purpose of this experience report was to present and discuss the process of constructing PLAMEL (2021-2028) in the municipality of Campo Grande-MS, as well as to point out the elements that make up its structure and the challenges for its implementation by public management.

Methodology

This experience report describes the process of constructing PLAMEL, based on documentary research, with a qualitative approach, which sought to point out the path taken in the production of the aforementioned plan and the characteristics of the document produced, which made it possible to carry out a reading about the management of public policies for sports and leisure in the Municipality of Campo Grande-MS.

As a methodological procedure, a survey of legislation and documents linked to public sports and leisure policies in the aforementioned municipality was carried out. The documents were collected through a search on the website of the Municipal Sports Foundation, of the Municipal Government of Campo Grande-MS. After the search, the documents analyzed were: Law No. 327, of July 23, 2018 (CAMPO GRANDE, 2018a), which provides for the creation of the Campo Grande Sports and Leisure System, Decree no. 14.001/2019, which established the I COMEL (CAMPO GRANDE, 2019a); Final Report of the I COMEL (CAMPO GRANDE, 2020a) and Annual Evaluation Report - PLAMEL construction process (CAMPO GRANDE, 2020b); Law 6,552, of January 18, 2021, which approved PLAMEL for the eight-year period from 2021 to 2028 (CAMPO GRANDE, 2021).

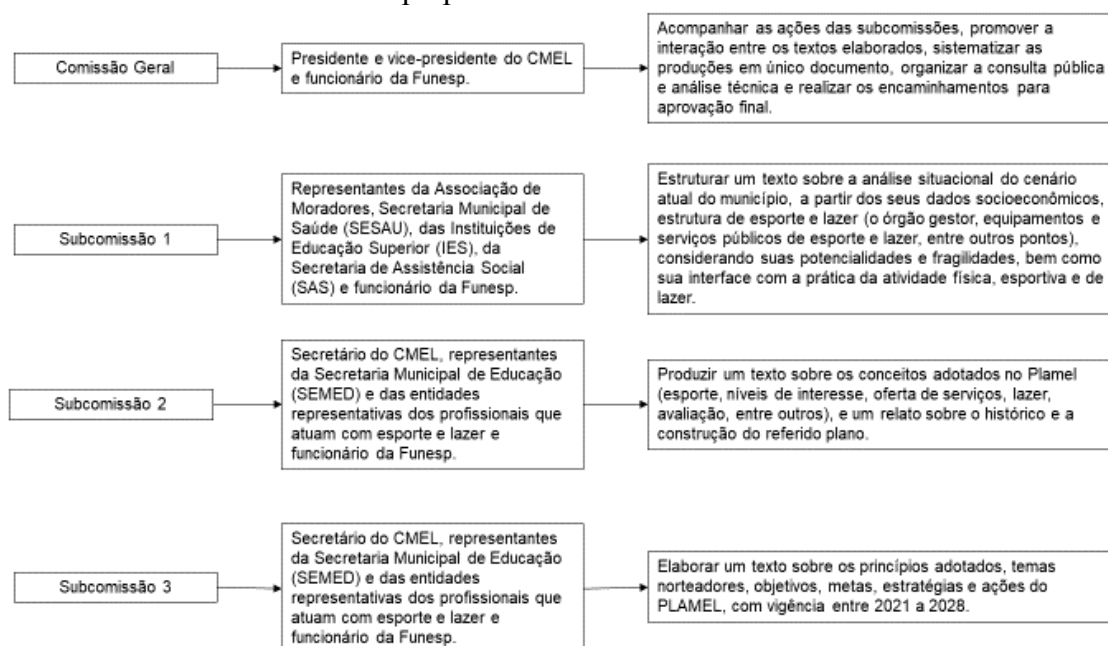
Results

The preparation of PLAMEL was instituted by Complementary Law No. 327/2018, which established COMEL as an instrument for managing the municipality's sports and leisure policies, with the aim of “[...] proposing guidelines and actions for the municipal sports and leisure policy” and “[...] suggesting and approving proposals for the preparation and evaluation of the Municipal Sports and Leisure Plan” (CAMPO GRANDE, 2020a, p.1).

The proposals approved in the final plenary session at COMEL implied propositions and deliberations on the guidelines, guiding themes, objectives and strategies for preparing the PLAMEL, which were forwarded to the CMEL, an entity formed equally by members of civil society and the municipal public authorities to prepare its final version (CAMPO GRANDE, 2019a).

PLAMEL was systematized following demands from institutionalized participation channels such as: COMEL and CMEL, which proposed the formation of a general committee and subcommittees, responsible for systematizing and monitoring the production of the plan, as described in Figure 1 below.

Figure 1: Characterization of the general committee and subcommittees for the preparation of PLAMEL.



Source: Campo Grande, 2020b.

The construction process began at the beginning of 2020, following CMEL meetings, with the General Committee, subcommittees, their responsibilities and production deadlines being established and approved. The subcommittees mentioned above were organized with the members of CMEL, ensuring governmental and non-governmental representation in each of them.

The subcommittees produced the texts, aligned the document with the general committee, which subsequently made it available for public consultation for 30 days on the Funesp website, with the consultation being published by the managing body itself and CMEL. The text was then analyzed by technical consultants, professionals with renowned knowledge in public sports and leisure policies, who work in Higher Education Institutions (CAMPO GRANDE, 2020b).

In this sense, the participation of CMEL members in the preparation of PLAMEL stands out, from the proposal of the preliminary text to the analysis of the suggestions made available by the public consultation and the discussion of the text

revised by the technical consultants, considering that the councils have a relevant role in promoting the participation of civil society in the search for the democratization of political actions and decisions in the sector, as well as contributing to the capture and monitoring of resources used in the financing of public policies to compose its infrastructure (PAULA, 2005).

For Silva, Borges and Amaral (2015), civil society does not correspond to something for the resolution of all social problems, but rather, a central actor in politics in the exercise of citizenship, in an expanded, democratic and egalitarian State model. The participation of civil society, in this context, requires the exercise of citizenship, related to the right to have rights and the invention/creation of new rights, which arise from specific struggles and their concrete practices (DAGNINO, 2002).

It is also worth highlighting that the elaboration of PLAMEL came from an initiative of the municipal public administration, since during the period of discussion on the direction of public policies for sports and leisure, municipal legislation was implemented, even without coordination between the federated entities, based on the proposal of an SNE, which was only established in 2023, with the approval of the LGE.

For Carneiro, Athayde and Marcarenhas (2021), although CF-88 contemplated sport as a right and duty of the State, there is a lack of an objective definition regarding the competences of the federated entities, an issue that impacts the State's actions regarding its materialization.

In CF-88, the Brazilian State has a federative political-administrative organization, formed by the Union, States, Federal District and municipalities (BRASIL, 1988). Each federation unit has autonomy for its political organization. Federalism corresponds to “[...] a form of territorial organization of the State and, as such, has an enormous impact on the organization of governments and the way they

respond to citizens”. In the federalism model, there are many actors and many arenas with decision-making power (ABRUCIO, p. 2010, p. 41).

In this regard, the new LGE, by establishing the National Sports System (Sinesp), can allow the organization and articulation of administrative and financial structures in the states and municipalities, by establishing responsibilities of the federative entities in sports management and ensuring adequate conditions for the legitimization of the right to sports and leisure, through the promotion of public policies that guarantee access to sports and leisure practices for the population, including those provided for in PLAMEL in Campo Grande-MS.

PLAMEL started with three central elements, which were structured in the form of chapters. The first element presents the “Scenario of the Municipality of Campo Grande – MS” and maps the municipality’s sports and leisure facilities, presenting indicators on the practice of physical and sports activities.

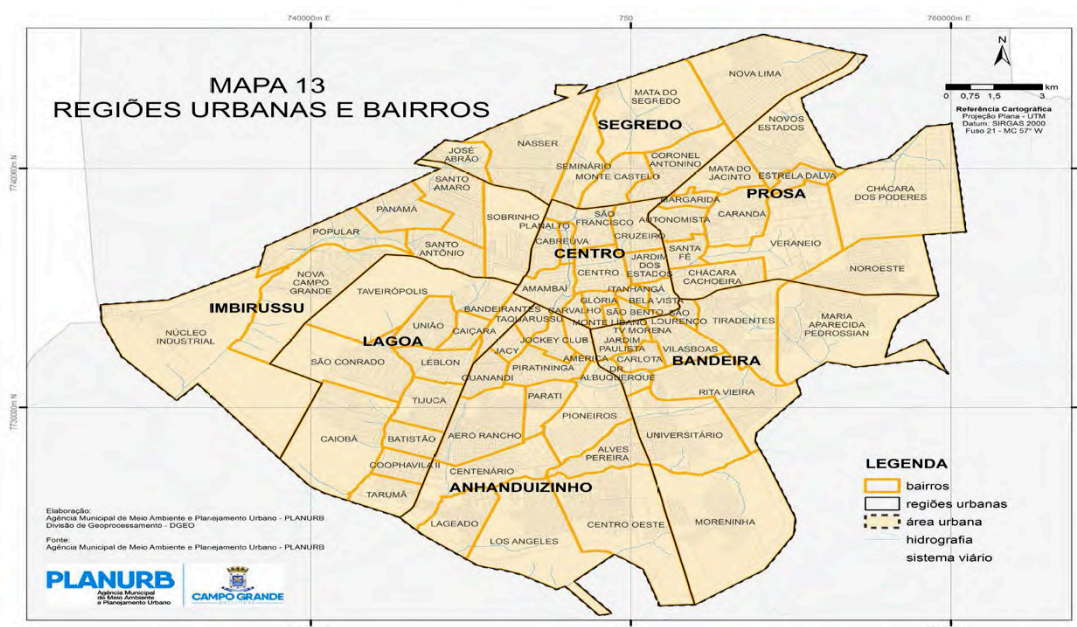
In this chapter of the text, it is presented that the Municipality of Campo Grande is located in the central portion of Mato Grosso do Sul, which has 8,092.97 km² and occupies 2.26% of the total area of the State, highlighting that during the last decades, it has experienced a significant population growth, considering that the population was multiplied by 5.6 times, between 1970 and 2010, and also pointing out that according to data from the 2010 Demographic Census, the population of Campo Grande reached a total of 786,797 inhabitants (IBGE, 2011), which represents 32.13% of the population of the State, and the estimate for 2020 from IBGE itself is approximately 900 thousand inhabitants.⁷, which provides a high degree of urbanization, where the urban population represents 98.66% and the rural population 1.34%, also demonstrating the

⁷ The 2022 IBGE Census indicates that the city now has 897,938 inhabitants, which represents a significant increase compared to the 2010 census, when it had 786,797 people (IBGE, 2022).

predominance of the female population in the composition by sex, which is historically observed in the municipality (CAMPO GRANDE, 2019b).

The text shows that the population of Campo Grande is distributed, proportionally, in the following way in the urban regions of the municipality, presented in the following map (Map 1): Anhanduizinho = 23.5%, Bandeira = 14.3%, Centro = 9%, Imbirussu = 12.5%, Lagoa = 14.5%, Prosa = 10.4%, Secret = 13.8%, Anhanduí District = 0.5% and Rochedinho District = 0.1% (CAMPO GRANDE, 2019b).

Map 1: Urban regions of the district headquarters and neighborhoods of the Municipality of Campo Grande – MS.

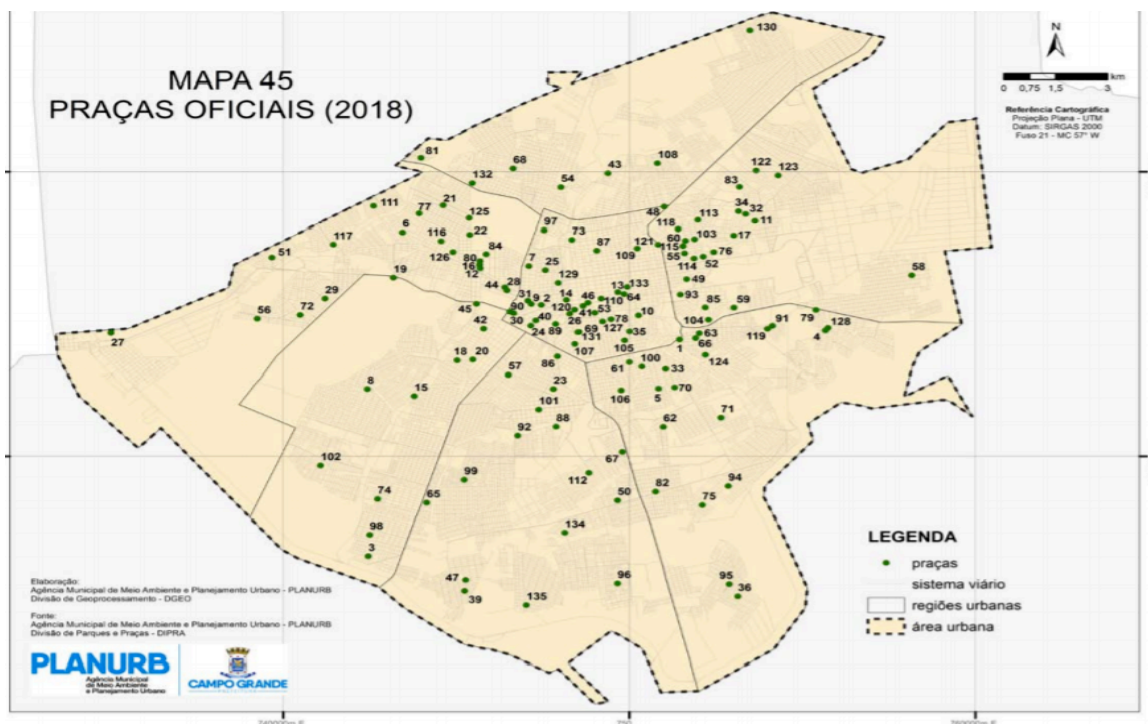


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Source: Socioeconomic Profile of Campo Grande (CAMPO GRANDE, 2019b).

It shows that the Municipality of Campo Grande is marked by extensive green areas, with open leisure spaces, favorable to social practices linked to the demands of each location (CAMPO GRANDE, 2019b). These open spaces, characterized as official squares, have regulations for creation and/or naming by municipal legislation, with 135 being counted in the urban perimeter of Campo Grande and in its districts, Anhanduí and Rochedinho, as shown on the map below (Map 2).

Map 2: List of official squares in Campo Grande –MS.



Source: Socioeconomic Profile of Campo Grande (CAMPO GRANDE, 2019b).

The text also points out that in order to organize management and systematize actions in these municipal public spaces, the Municipal Government of Campo Grande, through Decree No. 13,520, of May 18, 2018, established which management bodies for each space, with the Municipal Sports Foundation (Funesp) being responsible.⁸ the responsibility for managing the use and operation of 31 public-municipal sports and leisure facilities (CAMPO GRANDE, 2018b).

According to data from the Socioeconomic Profile of Campo Grande (CAMPO GRANDE, 2019b), the municipality has other spaces with sports equipment, such as: soccer fields, walking tracks, multi-sports courts and sand courts, located in the urban perimeter and in its districts, which were identified and related, as well as sports spaces

⁸ Municipal Sports Foundation (Funesp) is the organizational structure responsible for developing public sports and leisure policies in the municipality of Campo Grande-MS, created by Law No. 4,237, of December 1, 2004.

that have gyms and/or covered courts, and outdoor gym spaces, located in the urban regions of Campo Grande.

Although the municipality of Campo Grande has numerous spaces that are favorable for practicing sports and leisure activities, it is important to consider the need for the Municipal Sports and Leisure Plan (PLAMEL) to seek to intervene in the current situational reality experienced by the municipality, based on actions developed by the municipal government, in partnership with civil society, with an emphasis on access to sports and leisure spaces and equipment, as well as making them more attractive and inviting for the population to appropriate these spaces.

The text also presents data from *Vigitel Brasil 2019 (BRASIL, 2020)*, which indicate that 45.5% of adults or elderly people from Campo Grande do not perform enough physical activities to promote organic adaptations and, thus, obtain the health benefits arising from a physically active lifestyle. In this case, among males, the majority (56.5%) are classified as insufficiently physically active.

Therefore, the document highlighted that the panorama composed of indicators of physical activity practice and sedentary behavior of the Campo Grande population presents quantitative and qualitative demands aimed at promoting a physically active lifestyle. Such demands, when met, will promote substantial improvements in the quality of life and health of the population residing in the municipality. In this sense, PLAMEL presents itself as a potentially relevant and necessary tool, aiming at the well-being of all inhabitants of Campo Grande.

The second central element that makes up the PLAMEL text presents the concepts adopted regarding sport, levels of interest, service provision, leisure, evaluation, among others, based on the assumptions brought by the National Sports Diagnosis, Brazil's National Human Development Report and the Report of the

Working Group of the National Sports System (GTSNE), a group appointed to prepare the Draft Law of Guidelines and Bases of the National Sports System (CAMPO GRANDE, 2021).

The National Sports Diagnosis was a project carried out by public universities in the country, requested by the Ministry of Sports (ME), with the objective of “[...] strategic decision-making for the development of Sports in Brazil, based on State Policies and democratic and popular Government, based on a rigorous and extensive, systematic and permanent National Sports Diagnosis”. The research showed that most Brazilians do not practice sports (TAFFAREL; SANTOS JÚNIOR, 2019, p. 19).

It is worth noting that the aforementioned Plan is based on the concept of sport presented by the Working Group, appointed to prepare the Draft Law on Guidelines and Bases of the National Sports System (GTSNE)⁹, which defines sport as a cultural asset, social right and factor of human development, defined by the set of bodily practices, physical and sporting activities that, through occasional or non-occasional involvement, organized or not, express a degree of sporting cultural development, with possibilities of influencing economic, educational, health, leisure and well-being aspects, through the expansion of knowledge, social relations and sporting results (GTSNE, 2015).

It also presents that leisure is understood as an instrument of mobilization and cultural participation and of overcoming social barriers, which presents a range of contents, as well as attitudes and values that provide educational aspects and which is positioned as a cultural element directly linked to human satisfaction, carried out with freedom of choice (MARCELLINO, 2002).

⁹ The Federal Government, through the Ministry of Sports, established a Working Group to prepare a Bill on Guidelines and Bases for the National Sports System (GTSNE), which, based on debates and the preparation of documents, presents a proposal for systematized content, highlighting the concept of sport to be adopted. These studies, presented in a first summary of the document to be finalized (in its updated version on 12/10/2015), also supported the preparation of SICEL.

The text also presents information from the UNDP's National Human Development Report in Brazil, which highlighted the need for investment in improving conditions so that access to sport is expanded to the Brazilian population. This document was considered fundamental for the elaboration of goals, objectives and actions, promoted by public policies on sport and leisure, adapted to the levels of interest and service offerings, proposed by the National Sports System, mentioned in the aforementioned report (UNDP, 2017).

These documents influenced the construction of PLAMEL, established for eight years, between 2021 and 2028, composed of 12 guiding themes, as shown in Figure 2.

Figure 2: Guiding subjects of PLAMEL



Source: Campo Grande, 2021.

The third element provided the principles, guiding themes, objectives, goals, strategies and actions to be promoted by PLAMEL. This proposal came from Funesp, from the guidelines approved at COMEL, held in 2019, from CMEL proposals, from suggestions made by the public consultation and from professionals with renowned knowledge who acted as technical consultants (CAMPO GRANDE, 2021).

It should be emphasized that PLAMEL aims to support, regulate and institutionalize public policies on sport and leisure, with an emphasis on human and social development.

Final Considerations

With the purpose of reporting the construction process of PLAMEL (2021-2028) in Campo Grande-MS and presenting the elements that make up its structure, it is concluded that Funesp sought to carry out strategic planning based on the components of SICEL. Preparing PLAMEL involved a process of collective construction by Funesp, the coordination and deliberation bodies of SICEL, such as COMEL and CMEL, with effective participation from civil society.

PLAMEL is a fundamental management instrument for SICEL and for the consolidation of public sports and leisure policies in the municipality. The document contributes to the development of a State policy, enacted into law. The plan presents challenges to be faced by municipal public management in the areas of sport and leisure, based on the municipal scenario set out in the document, which establishes principles and guidelines, indicates guiding themes for proposing public policies to be developed, as well as points out objectives, strategies, goals and actions to be implemented in the coming years.

Complementary Law No. 327, of July 23, 2018 (CAMPO GRANDE, 2018a), when creating the CMEL and establishing as one of its attributions to organize, together with the municipal management body for public policies on sports and leisure (Funesp), the COMEL, as well as establishing as a competence for COMEL the proposition of guidelines for the elaboration of the PLAMEL, later approved by Law 6,552, of January 18, 2021 (CAMPO GRANDE, 2021), demonstrated that the organization of public

policies on sports and leisure structured based on the legislation of a system, with strategically defined components and attributions articulated between such components is fundamental for the coordination, effectiveness and continuity of public policies on sports and leisure, and mainly, as already mentioned, transforming the public policies on sports and leisure of the municipality of Campo Grande from a Government policy to a State policy, by establishing a systemic organization of public policies on sports and leisure.

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